

Chapter Ten
The Military's Response to Domestic WMD Terrorism
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The role of the Department of Defense (DoD) in countering domestic weapons of mass destruction (WMD) terrorism is one of support, not leadership. Military forces are primarily designed to operate against threats outside the US. Many of the skills required for combat, however, are also applicable in domestic WMD emergencies and can supplement the capabilities of local, state, and federal agencies responsible for managing a crisis and its consequences.

In many cases, an event involving WMD will be of such scope as to exceed the resources of other agencies. The US military has therefore been tasked, through legislation and Presidential directives, to support civilian authorities in the preparation for, resolution of, and consequence management after a domestic WMD terrorism event. Terrorism within the United States is a criminal act, and military members are not police officers, but they can provide critical support in the form of intervention and consequence management.

This chapter explores the requirements for DoD support following a domestic WMD terrorism event. It identifies the capabilities that civilian responders anticipate the DoD will provide when civilian agencies are overwhelmed. Finally, it reviews current skills and programs and evaluates the effectiveness of the military in responding to Legislative and Executive branch taskings as well as to specific contingency plans.

The primary goal of American counterterrorism programs is deterrence. A strategy that makes the most effective use of available capabilities will allow the United States to better counter the strategies of those groups that would use weapons of mass destruction. The US military offers many important tools for use in such a strategy.

Department of Defense Responsibilities

In 1996, Congress determined that the US lacked the training and the countermeasures required to address WMD terrorism. While the Department of Energy (DoE) had response teams for nuclear emergencies, there was no comparable capability for chemical and biological emergencies.¹ Congress went on to pass legislation mandating the development of these missing capabilities and the improvement of America's response capability. Other requirements have been dictated by Presidential directive. Many of these functions are now the responsibility of the Department of Defense.

Legislative Requirements

One of the most sweeping pieces of legislation in recent years addressing the military's role in WMD terrorism is the FY97 defense authorization act. Title XIV of the Act, referred to as the "Defense Against Weapons of Mass Destruction Act of 1996" or the "Nunn-Lugar-Domenici Act," requires the Defense Department to provide training to local and State officials who will serve as "first responders" in a WMD terrorism event.² It also mandated that the DoD will have a rapid response team for detection, neutralization, containment, dismantlement, and disposal of WMD.³ Finally, the DoD is authorized to support the Department of Justice (DoJ) in its law enforcement function in emergencies involving chemical or biological WMD. This is an exception to the *Posse Comitatus* Act, which restricts the use of the military for law enforcement, and it should be undertaken only in the most extreme circumstances.⁴

The FY99 defense authorization adds a further item regarding the DoD's role. It clarifies the authority to use Reserve members in emergencies involving WMD, as members of the DoD Consequence Management Program Integration Office, or on rapid assessment element teams.⁵

Presidential Decision Directives (PDD)

PDD 39, *US Policy on Counterterrorism*, published in June 1995, reaffirms that the US will have the ability to

- respond rapidly and decisively to terrorism;
- protect Americans;
- arrest or defeat the perpetrators;
- respond with all appropriate instruments against the sponsoring organizations and governments;
- provide recovery relief to victims, as permitted by law.

It directs the Federal Emergency Management Agency (FEMA) to ensure that the Federal Response Plan (FRP) is adequate for responding to WMD terrorism. This gives FEMA the authority to assign lead agency and supporting responsibilities within the FRP. Specific requirements for the DoD include providing transportation for the FBI's Domestic Emergency Support Teams (DEST) and ensuring DoD's counterterrorism capabilities are well managed, funded, and exercised.

The most recent directive on combatting terrorism, PDD 62, was published in May 1998 and created a new office within the National Security Council staff. The National Coordinator for Infrastructure Protection and Counterterrorism oversees preparedness and consequence management for domestic WMD terrorism, and leads the development of guidelines for crisis management. The DoD and other agencies work together under the guidance of the National Coordinator in developing training programs and response plans.

Legal Limitations on Military Support

As a general rule, federal military forces may not be used in domestic law enforcement. This restriction stems from federal law, specifically 18 USC 1385, commonly known as the *Posse Comitatus* Act. *Posse Comitatus* prohibits military members in an official capacity from participating directly

- in arrest, search and seizure, stop and frisk, or interdiction of vessels, aircraft, and vehicles;
- in surveillance or pursuit;
- as informants, undercover agents, or investigators in civilian legal cases or any other civilian law enforcement activity.⁶

It strictly limits the use of military force against the civilian population. There are, however, a number of exceptions to *Posse Comitatus*, some historical and

some based on recent legislation, which are applicable to the issue of domestic terrorism.

Under the Constitution, the military may be used to protect civilian property and functions, or to protect federal property and functions.⁷ This generally falls under the military's authority to restore order in the event of insurrection or a civil disturbance that goes beyond civil authorities' ability to control. Department of Defense Operation Plan GARDEN PLOT (DoDD 3025.12-R) outlines the use of military capabilities in support of civil authorities during a major disturbance. The 1996 "Defense Against Weapons of Mass Destruction Act" specifically authorizes the Secretary of Defense to support the Justice Department in emergencies involving chemical or biological weapons. While the use of the military in a law enforcement role must be reserved only for extreme emergencies, and should be discontinued as soon as possible, it is nevertheless legal.⁸

In addition, it should be noted that *Posse Comitatus* applies only to federal active duty and Reserve military forces. National Guard forces that have not been federalized (in other words, those in "state status") are not covered under this law. A governor who requires resources beyond those provided by state and local police can call upon National Guard forces to supplement them. The sight of National Guard members providing security and law enforcement in the wake of a natural disaster is a common one, and those resources could just as easily be put to use after a man-made disaster.

The legal restraints on military activities within the United States exist for good reason, but they should not limit the use of available resources that are critical in an emergency. The laws currently in place, and the mechanisms for determining when an emergency warrants an exception, ensure the proper balance is maintained in the use of military force.

Civilian Agency Expectations

A variety of agencies at the federal, state, and local levels will participate in a WMD terrorism response effort. An understanding of their requirements and expectations will enable the military to provide the most effective support.

FBI WMD Incident Contingency Plan

Because terrorist activities constitute criminal offenses, the Department of Justice serves as lead federal agency (LFA) for terrorist attacks occurring on US soil. Operating through the FBI, DoJ is responsible for crisis management, which refers to the actions taken to resolve a threat or an act of terrorism.

The FBI plan briefly discusses the support that the military offers. It highlights specific support that DoD might provide to FBI, including

- Threat assessment;
- DEST deployment;
- Technical advice;
- Operational support;
- Tactical operations, including the use of lethal or non-lethal force;
- Support for civil disturbances;
- Custody, transportation, and disposal of a WMD device.⁹

The plan assumes there will be a liaison between FBI and DoD on a regular basis. Should an incident occur the Command Group at the FBI's joint operations center will include the military joint task force commander. Military members are also likely to be located in the Operations Group and Support Group, and there will be a DoD component within the Consequence Management Group.

FEMA and the Federal Response Plan

FEMA, the LFA for consequence management (CoM), will conduct planning and prepositioning of equipment during the crisis management phase of an incident. At some point after an incident occurs, the focus transitions from crisis management to consequence management. As state agencies request assistance, FEMA will coordinate the federal response.

FEMA's plans for consequence management are contained in the Federal Response Plan. The plan is developed in coordination with all of the agencies that provide resources and personnel. It discusses the command and control of CoM assets and explains the broad range of capabilities that may be required. Thorough planning in advance allows FEMA and other agencies to quickly tailor the response to the needs of a particular situation. The FRP is used for

natural disasters such as tornadoes and hurricanes as well as man-made disasters.¹⁰ While the CoM effort for a WMD terrorism event would be comparable to that in a natural disaster, there are some differences that must be considered (such as the requirement for evidence protection to aid in the investigation after the incident). As a result, FEMA added a terrorism annex in February 1997 that defines the required capabilities and the command structures for the multiagency response, both pre- and post-incident.¹¹

There are 12 Emergency Support Functions (ESF) that FEMA provides and that are outlined in the FRP. Each ESF is coordinated by a primary agency with support from a number of other organizations. Some ESFs are primarily directed toward an immediate response while others offer a more long-term solution.

- ESF-1 Transportation
- ESF-2 Communications
- ESF-3 Public Works and Engineering
- ESF-4 Firefighting
- ESF-5 Information and Planning
- ESF-6 Mass Care
- ESF-7 Resource Support
- ESF-8 Health and Medical Services
- ESF-9 Urban Search and Rescue
- ESF-10 Hazardous Materials
- ESF-11 Food
- ESF-12 Energy

The primary agencies for each ESF will develop plans for carrying out their functions. For those functions that require military support, the DoD should be involved at some point in the planning process.

State and Local Agencies

Each state has an emergency management agency (EMA) that works closely with local EMAs that are established by city, county, district, or some other municipality. The local EMAs oversee operations within their jurisdiction and will request help from the state as required. The state EMA, in turn, requests assistance from FEMA when federal help is necessary. State and local agencies develop plans for using their own assets (including National

Guard), but their plans typically do not include the use of federal military forces, as that lies within the purview of FEMA and the FRP primary agencies. The exception to this is the use of locally-based federal military forces operating under Immediate Response rules.

Military forces may be used to support local agencies in an emergency without going through normal channels. This is referred to as Immediate Response and is provided at the discretion of the installation commander or other competent authority. Immediate Response may include DoD assistance to civil agencies in meeting the following types of need:

- Rescue, evacuation, and emergency medical treatment of casualties, maintenance or restoration of emergency medical capabilities, and safeguarding the public health;
- Emergency restoration of essential public services (including fire-fighting, water, communications, transportation, power, and fuel);
- Emergency clearance of debris, rubble, and explosive ordnance from public facilities and other areas to permit rescue or movement of people and restoration of essential services;
- Recovery, identification, registration, and disposal of the dead;
- Monitoring and decontaminating radiological, chemical, and biological effects; controlling contaminated areas; and reporting through national warning and hazard control systems;
- Roadway movement control and planning;
- Safeguarding, collecting, and distributing food, essential supplies, and materiel on the basis of critical priorities;
- Damage assessment;
- Interim emergency communications;
- Facilitating the reestablishment of civil government functions.¹²

Local and state agencies may be planning on support from local bases in the event of a terrorist event. If this is the case, they should be developing an effective relationship with the base beforehand and should include local military personnel in the planning process at some point.

The effects of WMD terrorism are likely to be so grave as to require a response from the military, supporting both the FBI's crisis management role and the consequence management efforts of FEMA and other federal, state, and local agencies. These organizations have certain expectations regarding

the type of military support they will need. The DoD has a variety of resources that can be used to meet these expectations.

Current and Emerging DoD Capabilities

The Defense Department develops policies that are appropriate given its legal obligations and that guide planners and commanders as they prepare for responses to domestic terrorism. Joint and Service doctrine discuss the beliefs on the best way to employ military power in these situations. Forming the core of the federal military response will be the Chemical/Biological Rapid Response Team (C/B-RRT). The Nunn-Lugar-Domenci Act in 1996 set the stage for this team by proposing a standing DoD response force for chemical and biological terrorism that is comparable to DoE's force for nuclear emergencies. The C/B-RRT provides a graduated response ranging from prepositioning prior to high-profile events, to assisting civil authorities with hazardous materials, to responding to a WMD terrorism incident. With a commander provided by the US Army Soldier Biological and Chemical Command, the C/B-RRT's membership is drawn from existing organizations, including

- Technical Escort Unit;
- 52nd Ordnance Group (EOD);
- US Army Medical Research Institute for Infectious Diseases;
- US Army Medical Research Institute for Chemical Defense;
- US Army Material Command Treaty Lab;
- US Navy Medical Research Institute;
- US Navy Environmental and Preventive Medical Unit;
- US Naval Research Laboratory.

Each organization has its own specialty, which allows the C/B-RRT commander to tailor the deployed team to the needs of the situation and the requirements of the joint force commander. This structure enables a rapid start to the consequence management efforts that will then receive necessary follow-on support from other agencies. The units comprising the C/B-RRT, as well as other available military capabilities, are discussed later in this chapter.

Institutional Readiness

The DoD has policies for providing support during civil emergencies, including terrorism. These policies reflect the restrictions discussed above as well as the exceptions to those limitations. They provide the commander with guidance on when and how forces may be used, and with this guidance in mind, the commander can determine how best to employ forces based on the specifics of the situation.

Crisis management is primarily addressed in two documents: DoDD 3025.15, *Military Assistance to Civil Authorities (MACA)* and DoDD 3025.12, *Military Assistance for Civil Disturbances (MACDIS)*. MACA policy specifically authorizes the use of military forces in counterterrorism operations when approved by the President:

The employment of U.S. military forces in response to acts or threats of domestic terrorism may be requested only by the President (or in accordance with Presidential Decision Directives) and must be authorized by the President. All requests for assistance in responding to acts or threats of domestic terrorism must also be approved by the Secretary of Defense.¹³

Requests for counterterrorism support are made through the Assistant Secretary of Defense for Special Operations and Low Intensity Conflict (ASD (SO/LIC)). The FBI, as the lead federal agency for crisis management, will typically initiate the request. There is a very good working relationship between the two organizations; in fact, there is an ASD (SO/LIC) representative in the FBI's WMD Operations Unit.¹⁴ The Chairman of the JCS maintains contingency plans for DoD's counterterrorism response.¹⁵ While supporting civilian agencies, DoD policy is that all forces involved in such support will remain under the operational control of appropriate military commanders.¹⁶

Consequence management policies are covered in DoDD 3025.1, *Military Support to Civil Authorities (MSCA)*. National Guard forces under state control are the primary means of support for civil authorities, but federal military forces can be employed when the situation goes beyond the abilities

of civilian agencies.¹⁷ Since October 1999, US Joint Forces Command's JOINT TASK FORCE - CIVIL SUPPORT has been responsible for overseeing the military's WMD terrorism CoM support.¹⁸

DoD policy outlines the authorized use of military forces in crisis management and consequence management. Having determined what is authorized, it then falls to the DoD to determine what skills will be useful and how they will be employed. The military's preparation for this role is best reflected in appropriate military doctrine.

Separate from military directives, military doctrine provides the foundation for planning, training for, equipping for, and conducting operations. It presents the fundamental beliefs regarding the best means of carrying out a mission. There are two broad categories of doctrine: Joint doctrine, which considers the best methods for applying military force in general, and Service doctrine, which articulates the capabilities contributed by each Service and the best means of employing them. One indicator of the military's ability to conduct a mission is the availability of applicable doctrine, which shows how much thought, if any, has been given to the required capabilities. Military doctrine is developed at the strategic, operational, and tactical levels, and it is at these last two levels where doctrine may be found that applies to countering domestic WMD terrorism.

Joint doctrine addressing the military's role in WMD terrorism is found primarily in four volumes: Joint Publication (JP) 3-07.2, *Joint Tactics, Techniques, and Procedures for Antiterrorism*, JP 3-07.7, *Joint Tactics, Techniques, and Procedures for Domestic Support Operations*, JP 3-08, *Interagency Coordination During Joint Operations*, and JP 3-11, *Joint Doctrine for Nuclear, Biological, and Chemical Operations*. These documents discuss the context in which terrorist incidents might occur, explain how to coordinate effectively with civilian agencies at the local, state, and Federal levels, and examine the methods for operating in a WMD environment. They demonstrate that the DoD has given serious thought to the capabilities that would be important in responding to domestic WMD terrorism.

Service doctrine also addresses the requirements for this type of operation. The Army and Marine Corps have both developed doctrine for domestic support (FM 100-19/MCWP 3-33.4), military operations in urban terrain (FM 90-10/MCWP 3-35.3), and operations in an NBC environment (FM 3-series/MCWP 3-37-series). Air Force doctrine, in particular the doctrine for military operations other than war (AFDD 2-3), air mobility (AFDD 2-6 series), counter NBC operations (AFDD 2-1.8), and health services (AFDD 2-4.2), supports Air Force operations in an NBC environment and discusses the capabilities offered in response to domestic WMD terrorism.

Training for military forces is based on doctrine. It addresses the skills needed for modern missions, including those combat skills that are appropriate for combatting terrorism. There are some skills required in domestic urban operations that are not commonly required in traditional combat operations. Forces train to operate with civilian government and nongovernmental agencies, and learn about the complexities of functioning in an urban environment. Personnel who will operate within a hot zone need specialized NBC training, while those forces that will operate outside a hot zone or with decontaminated victims and responders (e.g., aeromedical evacuation crews) require only awareness training. When conducting operations, military forces must also be cognizant of the requirements for evidence collection; while saving lives is the top priority, it is also important to support investigative efforts that may prevent future incidents.

Organizations Dedicated to WMD and/or Terrorism Response

Technical Escort Unit: Part of the US Army Soldier Biological and Chemical Command, the Technical Escort Unit (TEU) was established in 1944 and is the Army's oldest chemical unit. Its missions include worldwide response for escorting, rendering safe, disposing of, sampling verification, mitigating hazards and identifying weaponized and non-weaponized chemical, biological and hazardous material. Military and civilian personnel possess a wide variety of specialized training in explosive ordnance identification and handling; radiography; military and commercial chemical handling; chemical

and biological detection and monitoring equipment; medical response; Department of Transportation packaging requirements; and, Environmental Protection Agency regulations. Deployment packages include protective equipment; hazardous material transfer systems; mobile systems for detecting, monitoring, and identifying chemical and biological agents; and communications links.¹⁹

TEU would be deployed as part of the crisis management effort. Ideally, a device will be located and can be transported before it is employed. TEU provides the capability to transport an agent or render a device unusable. They are based in Aberdeen, Maryland, and require time to deploy. They often deploy in advance to high-profile events such as the 1996 Summer Olympics in Atlanta.

Chemical-Biological Incident Response Force: The Chemical-Biological Incident Response Force (CBIRF) is a relatively new Marine Corps unit. Created in the wake of 1995's sarin gas attack on Tokyo's subway system, CBIRF is designed to provide emergency support following WMD terrorist incidents.

The concept for employment of the CBIRF details an initial, rapid response to chemical or biological incidents. When such an incident occurs, the CBIRF will deploy to the affected site. Once there, the CBIRF will provide a number of significant initial consequence management capabilities: assistance in coordinating initial relief efforts; security and isolation at the affected site (when authorized); detection, identification, and limited decontamination of personnel and equipment; expert medical advice and assistance; and service support assistance. Throughout its response, the CBIRF will be advised by civilian and government consultants in areas related to chemical or biological incidents.²⁰

As one example of its utility, CBIRF was deployed to Atlanta during the 1996 Summer Olympics. They were based downtown, mere blocks from the Centennial Park complex, in a position where they could provide an immediate tactical response should a potential chemical or biological incident occur. They were thus prepared when a bomb exploded in the park on July 27th. CBIRF representatives were on the scene within 20 minutes of the blast, and

an entire 120-man team was deployed soon after that. Immediate indications were that no chemical agents had been released, and further analysis confirmed that no biological agents were present. Still, the team was prepared to fulfill its mission of “turning victims into patients” and providing a rapid start to the consequence management process, under the lead of the Atlanta Fire Department.²¹

Rapid Assessment and Initial Detection Teams: The initial military response for consequence management after an incident will likely come from a National Guard Rapid Assessment and Initial Detection (RAID) team. The teams consist of 22 representatives from a cross-section of functional areas that can deploy and assess the situation, advise the local, state and federal response elements, define requirements, and expedite employment of state and federal military support. Their mission is to provide early assessment, initial detection, and technical advice to the incident commander during a WMD incident, and identify the requirements for DoD support.

The RAID teams can rapidly deploy to an incident site and provide initial support to the Incident Commander. The element has the ability to conduct reconnaissance, provide medical advice and assistance, perform detection, assessment, and hazard prediction, and can provide technical advice concerning WMD incidents and agents.²² RAID teams will also have a significant reachback capability that allows them to tap into expertise across the country.²³

A RAID team is organized under the peacetime control of a state’s Adjutant General. Because of the rapid response requirements, the initial ten RAID teams (one per FEMA region) will typically consist of full-time Guard members. These teams will likely remain in state status, and will support responses in surrounding states without their own RAID teams through mutual assistance agreements between governors. Forty-four additional RAID teams, an idea still being considered, will likely consist of traditional, part-time Guard members.²⁴ The National Guard has reportedly faced some manning

problems, trying to find personnel with the appropriate skills and rank to fill the highly specialized positions.²⁵

Organizations With WMD Terrorism Response As A Collateral Mission

Special Operations Forces: Special operations forces (SOF) offer a tactical response capability that can support law enforcement efforts when the scope of the situation goes beyond the abilities of civilian agencies. US Special Operations Command (including Army, Navy, and Air Force SOF) personnel may be called upon to aid civilian agencies in the resolution of a terrorist incident through reconnaissance, transportation, loans of equipment, or the appropriate application of lethal or nonlethal force. Such support will take place only in the most extreme emergencies, and will be conducted in accordance with all applicable laws regarding the use of military forces in support of civilian law enforcement agencies.²⁶ The use of military forces will be terminated as soon as civilian agencies can effectively conduct operations.²⁷

52nd Ordnance Group (EOD): The 52nd Ordnance Group (EOD) is the only active duty Army Explosive Ordnance Disposal Group. Assigned to Forces Command, it has operational and administrative command of four subordinate EOD Battalions, each of which has 10 companies.

The 52nd ORD has units that can be employed in WMD scenarios. However, these companies are not designed solely for CONUS support, and may be deployed to overseas contingency operations. To ensure it has the ability respond to a terrorist incident, the 52nd ORD maintains two companies in the US that are dedicated to WMD terrorism response.²⁸ WMD-trained elements of 52nd ORD will render safe nuclear or radiological devices. This capability complements, rather than replaces, that provided by the DoE's Nuclear Emergency Search Team. Members can also work with explosive components of chemical and biological weapons.

Though not specifically assigned a terrorism response mission, the other Services also have an EOD capability that may provide support during or following an incident. Many times this support will be provided under the Immediate Response rule.²⁹ For example, Air Force EOD personnel assisted

local authorities during an anthrax threat (which turned out to be a hoax) in Wichita, Kansas, in August 1998.³⁰ Company commanders in the 52nd ORD have the authority to respond to requests for assistance from local officials, while EOD units in the other Services require their installation commander's approval.³¹ Units with special skills, such as EOD, are likely to find themselves assisting first responders in a terrorist event that occurs in their local area.

US Army Corps of Engineers: The DoD is responsible for the FRP's Emergency Support Function #3, "Public Works and Engineering." The US Army Corps of Engineers (USACE) has been designated as the agency that will carry out those responsibilities. Some of the functions that USACE provides for ESF #3 include

- Technical advice and evaluations;
- Engineering services;
- Construction management and inspection;
- Emergency contracting;
- Emergency repair of wastewater and solid waste facilities;
- Real estate support.³²

Some of the resources that can be utilized in support of the ESF #3 mission include the following:

- The Corps of Engineers' Prime Power Battalion which may be activated and rapidly deployed to a disaster area. This is a specialty unit that is trained and capable of providing emergency electrical power.
- Access to other military units - their personnel, equipment and supplies - such as Air Force Civil Engineers, Army Engineer Units, Navy Seabee Construction Units and Warehouse Managers, is also available.

The Corps of Engineers also has a support role to other agencies and departments within the Federal Response Plan.³³

Laboratories and Research Agencies: Certain military laboratories are designed to study WMD and their effects. The US Army Medical Research Institute for Infectious Diseases, for instance, would work closely with CDC in the event of a biological terrorism event. Other labs focus on chemical and

nuclear weapons. In some cases, emergency responders work closely with labs on a regular basis, providing a critical synergy of theoretical knowledge and operational expertise. Other research agencies can provide essential information for a terrorism response. The Air Force Technical Applications Center, for example, can collect and analyze samples to determine the effects of nuclear weapons, while the Defense Threat Reduction Agency has experience in chemical-biological defense and nuclear weapons effects.

Additional Military Resources

Each of the Services has certain capabilities designed for combat that, while not specifically designated for use in a domestic terrorism role, may be especially useful nonetheless.

Security: Every Service has security personnel who can aid local authorities in providing security and law enforcement following an incident. Such support must be consistent with previously discussed legal requirements and policies. Also, it is likely that security will be upgraded at local military installations following an incident, which might preclude the provision of assistance to civil authorities. Security forces may deploy to protect military assets that are part of an incident response effort. Their NBC training makes them an excellent security asset when operating in or near a hot zone.

Medical: The Department of Health and Human Services is responsible for accomplishing ESF #6, “Health and Medical Services,” which supports local and state health systems that are likely to be overwhelmed following a major terrorist event. The National Disaster Medical System is a partnership between Federal and non-Federal health providers (including the DoD and the Department of Veterans Affairs) that aids in the triage, treatment, and evacuation of patients.

Military medical personnel are, in many cases, trained to operate in an NBC environment and care for the victims of such weapons. They are also prepared for the types of traumatic injuries that are likely to be sustained during a bombing or other violent attack. This allows them to provide critical

support to victims following a WMD terrorist incident. Some examples of suitable military assets include

- Air Force Medical Patient Decontamination Teams;
- Air Force Air Transportable Hospitals;
- Army Chemical Companies (NBC medical elements);
- Triage Teams;
- Preventive Medicine Teams;
- Air Force Aeromedical Evacuation aircraft and personnel (93% of this capability is in the Air National Guard and Air Force Reserve Command).³⁴
- Air Ambulances (rotary- and fixed-wing)

Local medical systems are likely to be overwhelmed following an attack, requiring the use of federal (including military) resources. First responders and military response personnel will also require specialized medical care to minimize their risk.

Support Services: Military forces have trained to deploy rapidly to austere locations and establish a basic infrastructure for conducting operations. Much of this support comes from support services personnel who ensure that shelter and meals are provided for military personnel. This capability can also be used to support civilian agency personnel, providing a “tent city” that offers basic living support to emergency and relief workers. Such facilities can also be used to house decontaminated victims and other evacuees. Mortuary affairs functions are typically found within services units, and will be essential to limiting the spread of disease following a mass-casualty incident.

Transportation: The rapid movement of emergency personnel, relief equipment, and medical supplies, is essential to minimizing the consequences of a WMD terrorist event. Many of the units and organizations discussed above will require air mobility to deploy to the site of the incident. The destruction caused by a WMD may render nearby airfields unusable, thus mandating the use of surface transportation from distant airports to staging areas near the hot zone. Airlift assets will need to be diverted from other missions, which may have an impact on US military operations around the world. Mobility aircrews are trained to operate in a NBC environment, as are

air mobility support forces that can operate an aerial port for the delivery of supplies and personnel. Surface transportation, provided primarily by NBC-trained Army forces, will be required in some cases to move equipment near or into a disaster area.

Urban Search and Rescue (US&R): Upon arrival of the FEMA civilian US&R teams in the disaster area, the DoD provides each team a military radio support team and liaison officers capable of continuous twenty-four hour operations. The DoD provides transportation for the FEMA US&R teams from the time of arrival in the Mobilization Center, Staging Area or in the disaster area through team redeployment to their home city and/or state. FEMA US&R teams are self sufficient for up to 72 hours. The DoD assumes responsibility after this initial period to provide service support and resupply to include replacement medicines, tools and supplies. The DoD is responsible for providing military units to conduct basic and light US&R, trained structural engineers from the US Army Corps of Engineers to advise US&R units, and equipment for civilian teams to conduct medium and heavy US&R operations.³⁵ The Air Force's auxiliary, the Civil Air Patrol, can also be called upon to perform search and rescue missions.³⁶

Communications: ESF #2, Communications, is the responsibility of the National Communications System (NCS). The NCS is an interdepartmental organization composed of 23 federal departments and agencies, including the Department of Defense, National Security Agency, and the Joint Staff. Its function is to ensure the effective flow of communications in a disaster or other emergency. DoD's emergency telecommunications assets include the following systems and capabilities:

- Advanced Research Projects Agency Network;
- Defense Data Network;
- Defense Switched Network;
- Defense Message System;
- Defense Satellite Communications System;
- Future Secure Voice System;
- Joint Chiefs of Staff Alerting Network;
- National Military Command System;

- Washington Area Wideband System;
- Worldwide Military Command and Control System.

Both the National Security Agency and Defense Information Systems Agency actively support the NCS.

In addition to working with the NCS, the military can directly support the lead Federal agency and state and local agencies. Tactical communications assets can be used to improve the capabilities of responders. In a situation covering a large area, or where there is no power or other infrastructure available to establish a FEMA Disaster Field Office, the Chairman of the JCS may make available a National Airborne Operations Center. This E-4B aircraft can carry a staff of approximately 40 personnel and provide them with communications, meeting areas, and living quarters, both in the air and upon landing, for 48 hours.³⁷

The Figure that follows outlines the Emergency Support Functions contained in the Federal Response Plan, and the military capabilities that can be used to directly support those ESFs.

Conclusion

Since the 1995 bombing in Oklahoma City, America has realized it is not immune from terrorism at home. The Tokyo subway attack raised fears about the use of WMD. There is increasing concern that some fundamentalist religious groups may seek to encourage the plagues or the apocalypse their teachings predict. In light of these heightened threats, it is important that governments at all levels are seriously considering the threat of domestic WMD terrorism. The military's training for the NBC battlefield and its experience in consequence management following natural disasters will in many cases provide critical support to civilian agencies before, during, and after a WMD event. Presidential directives, Congressional legislation, and civilian agency expectations have provided guidance for the development of the tools required to counter the emerging threat. Hopefully, the mere fact that such capabilities exist will effectively deter terrorists so that these skills will never be required.

<u>FRP EMERGENCY SUPPORT</u>		<u>DoD SUPPORT</u>
ESF-1	Transportation	Airlift (fixed wing and rotary wing) Surface transportation
ESF-2	Communications	National Airborne Operations Center (NAOC) Civil Air Patrol Tactical communications assets National Communication System
ESF-3	Public Works and Engineering <i>DoD is the Primary Agency; USACE is the designated Operating Agent</i>	US Army Corps of Engineers Civil Engineers/Combat Engineers EOD Airlift
ESF-4	Firefighting	Airlift Air National Guard firefighting aircraft Firefighting personnel
ESF-5	Information and Planning	RAID teams Civil Air Patrol
ESF-6	Mass Care	Services personnel Airlift Decontamination teams
ESF-7	Resource Support	Airlift
ESF-8	Health and Medical Services	Aeromedical Evacuation Medical personnel Decontamination teams
ESF-9	Urban Search and Rescue	Airlift Aerial Reconnaissance Civil Air Patrol
ESF-10	Hazardous Materials	Airlift TEU CBIRF 52 ORD Decontamination teams
ESF-11	Food	Airlift
ESF-12	Energy	Airlift

Federal Response Plan Emergency Support Functions and DoD Support

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- ¹ PL 104-201 (23 Sep 96), Title XIV, Section 1402.
- ² PL 104-201, Title XIV, Section 1413.
- ³ PL 104-201, Title XIV, Section 1414.
- ⁴ PL 104-201, Title XIV, Section 1416.
- ⁵ PL 105-261 (17 Oct 98), Section 511.
- ⁶ US Army Field Manual 100-19, *Domestic Support Operations* (July 1993), p. 3-1.
- ⁷ FM 100-19, p. 3-2.
- ⁸ PL 104-201, Title XIV, section 1416, paragraphs (a) and (d2b).
- ⁹ Federal Bureau of Investigation, National Security Division, Domestic Terrorism/Counterterrorism Planning Section, *WMD Incident Contingency Plan*, Aug 1998, p. 6.
- ¹⁰ The most recent FRP was published in April 1999. It is available via the World Wide Web at <http://www.fema.gov/r-n-r/frp/>.
- ¹¹ The Terrorism Annex is available via the World Wide Web at <http://www.fema.gov/r-n-r/frp/frpterr.htm>.
- ¹² DoDD 3025.1, *Military Support to Civil Authorities*, 15 Jan 93, para. 5d.
- ¹³ DoDD 3025.15, *Military Assistance to Civil Authorities*, 18 Feb 97, para. 4.7.5.
- ¹⁴ Interviews with Bernard Bogdan and Betsy Eastham, FBI WMDOU, 8 Mar 99.
- ¹⁵ DoDD 3025.15, para. 4.7.5.4.
- ¹⁶ DoDD 3025.12, *Military Assistance for Civil Disturbances*, 4 Feb 94, para. D-2e.
- ¹⁷ DoDD 3025.1, *Military Support to Civil Authorities*, 15 Jan 93, para. 4d2 and 4f1.
- ¹⁸ CJCSI 3214.02 (DRAFT), *Military Support to Domestic Consequence Management Operations in Response to a Weapon of Mass Destruction/High Yield Explosive Terrorist Threat or Incident*, 15 Apr 99.
- ¹⁹ *US Army Technical Escort Unit Fact Sheet*, available via World Wide Web at <http://www.sbccom.apgea.army.mil/ops/teu/index.html>.
- ²⁰ Headquarters USMC, *Marine Corps Concepts and Issues 1997*, available via World Wide Web at <http://www.hqmc.usmc.mil/info.nsf/info>.

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- ²¹ Capt Chris Seiple, USMC, "Consequence Management: Domestic Response to Weapons of Mass Destruction," *Parameters*, Autumn 1997, p. 125. Capt Seiple was an action officer involved in the development of CBIRF and served as a liaison between CBIRF and civilian agencies during the 1996 Olympics.
- ²² Director of Military Support Briefing, "Department of Defense Domestic Preparedness Support for Weapons of Mass Destruction," March 1999.
- ²³ Interview with LTC Cary Threat, DOMS Consequence Management Program Integration Office, 9 Mar 99.
- ²⁴ LTC Threat interview
- ²⁵ Interviews with 52nd ORD personnel.
- ²⁶ PL 104-201, Title XIV, section 1416.
- ²⁷ DoDD 3025.12, para. D-2f.
- ²⁸ Interviews with 52nd ORD Deputy Commander and Assistant S-3, 14 May 99.
- ²⁹ DoDD 3025.1-M, *DoD Manual for Civil Emergencies*, Chap 2, para. B
- ³⁰ Director of Military Support Briefing, March 1999.
- ³¹ Interviews with 52nd ORD Deputy Commander and Assistant S-3.
- ³² US Army Corps of Engineers, *Emergency Operations*, available via World Wide Web at <http://www.usace.army.mil/inet/functions/cw>.
- ³³ US Army Corps of Engineers, *US Army Corps of Engineers and the Federal Response System*, available via World Wide Web at <http://www.usace.army.mil/inet/functions/cw>.
- ³⁴ HQ Air Mobility Command/Director of Plans and Programs (HQ AMC/XP), *1998 Air Mobility Master Plan*, 24 Oct 97, p 2-21. Note that the AMMP does not address the role of AMC in support of WMD terrorism response.
- ³⁵ DoDD 3025.1-M, Chapter 4, para. C3.
- ³⁶ DoDD 3025.1-M, Chapter 5, para. E3b.
- ³⁷ FEMA, "National Airborne Operations Center (NAOC) Support of FEMA During Major Disasters and Emergencies," 30 Jan 1998, available via World Wide Web at <http://www.fema.gov/r-n-r/naoc.htm>.